

Universities told: UGC will intervene

by Ngaio Crequer

The University Grants Committee has told vice-chancellors they will intervene far more directly in the affairs of individual universities than they have in the past.

They have warned that there will be unpleasant change, some departments may close, litigation may be involved and the preservation of academic jobs will not be the top priority.

This is the stern message given by Dr Edward Parkes, chairman of the UGC in an address to the Committee of Vice-Chancellors and Principals. He makes it clear the UGC will not stand resistance to rationalisation and warns it against providing evidence for the view that it has too easy a relationship with the UGC.

Dr Parkes said he hoped that level funding would be maintained. "We have to recognise, however, that the pressures to cut the education vote in favour of other forms of government spending are very high, and we may not in the end be entirely successful."

He said the understanding with Government about level funding was that student numbers would be about the same in 1980 as they were in 1979.

"It seems possible that you may have succeeded in surprising that target by perhaps 3 per cent, and lowering the unit of resource accordingly. In terms of the opportunity for well-qualified school leavers, whose numbers are still rising, and provided you have the teaching resources, I think you have acted properly. If you are spraying the barrel in the belief that money follows numbers, then you have been unwise."

He said he thought it unlikely that government would keep finance and numbers separated for long, "if only because of the public's unwillingness to pay for education. I know what they are getting for their money. It is not the money that is the problem. It is the money that is the problem. It is the money that is the problem."

"I must make it clear that the committee does not regard the prebribery of academic jobs as its top priority, although it does regard the provision of good careers prospects for those who enter or remain in the system as important. It hoped to break the log-jam in promotions."

"We want everyone to be good at some things, but we want you to concentrate on your strengths, and

not support pallid growths which are now more likely to reach maturity. The excision of these feeble limbs is something where the committee can help, even if it is only to lend you a financial pruning knife."

Dr Parkes said there should be much more collaboration between neighbouring institutions, and across the binary line. As for research, "the golden ideal of a UGC floor for research which would enable anyone, anywhere to do anything to the point where it would be demonstrably worth supporting by a research council or other outside agency is just no longer possible". There would have to be some concentration of the more expensive resources, and some staff might conduct their research in a different institution from where they taught.

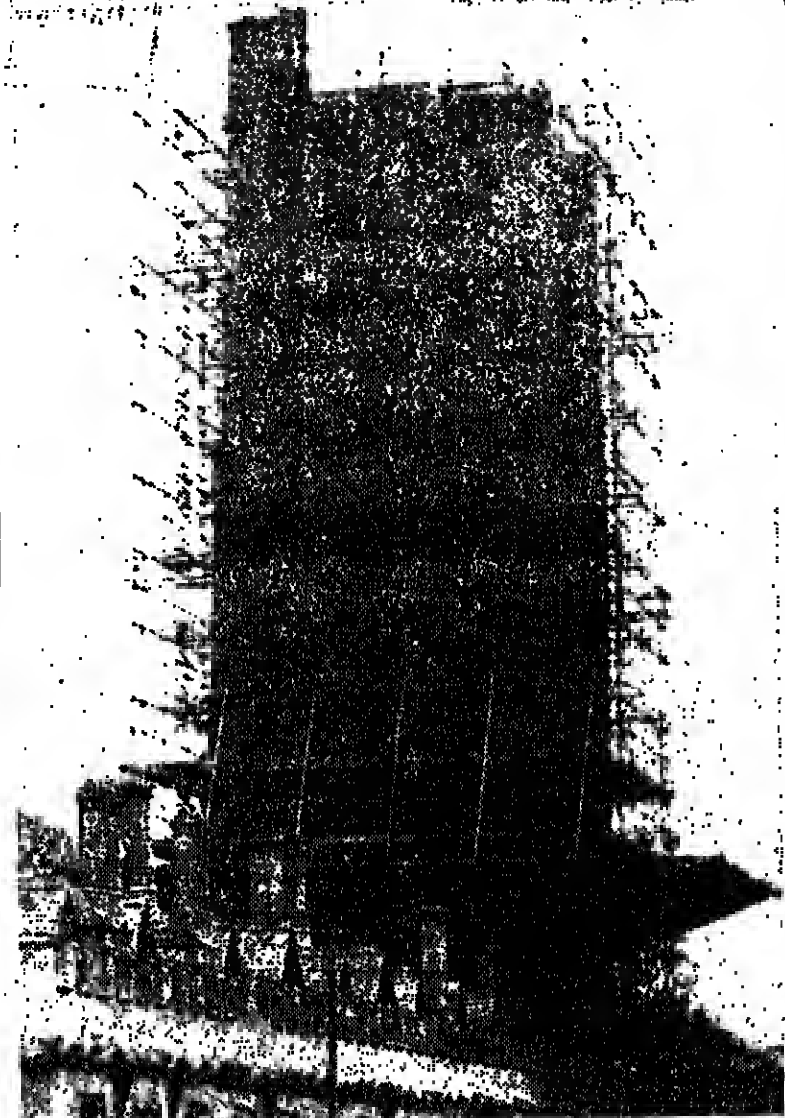
He warned that there would be greater direct intervention by the UGC in the future. "Before all your hackles rise and you start running to a council for civil liberties for protection, I should add that the committee is quite as staunch a defender of university autonomy as you are."

As for the scale of change, "I think it likely that both you and we may wish to start new developments and to close existing ones, and the latter may involve litigation. I think that except in very rare cases it is unlikely that either of us will want to open or close complete faculties. I see nothing at present which would suggest the closure of a complete university."

He said there was a risk that "too many denizens of the groves of academe believe themselves to be immune from the changes taking place in the rest of society" and therefore resist taking unpleasant action.

He said there were already too many people who thought the universities incapable of reform, and that too easy a relationship with the UGC. "If those who think in this way are given evidence to support their view, they will not in future be involved in negotiation and argument with a UGC which, for all its many faults and fallibilities of judgement, is at least composed largely of members who belong to your own world."

Although he was not against public debate and dissent on sensitive issues, "I am opposed to a mulish opposition to any form of change based upon a sterile application of a concept of academic freedom, which may be the surest way to its destruction."



Scaffold nightmare for dreaming spire

The scaffolding on Magdalen College tower (above) built between 1492 and 1507, under the watchful eye of Cardinal Wolsey, then college burger, is proving far more than the proverbial eyesore to the fellows of the Oxford college.

Renovation work on the tower, probably the best known dreaming spire in the city, began in 1975 when a survey revealed that three of its four top pinnacles were dangerously near to collapsing.

The college had hoped the work would be completed by 1981, but now it has become a race against time as bad weather and the complexity of the restoration have led to delays.

Mr Richard Johnson, the senior bursar of the college, says the project is fixed to an iron clock: if the work is not completed by Spring 1982 the scaffolding will

have to be replaced at a cost of more than £1m.

Sadly, much of the current work has gone to replacing work done in the 1930s, when the college was wrongly advised to use a form of artificial "plastic" stone to shore up the buildings.

One unforeseen problem came when local quarryies at Headington and Clifton ran out of the high quality stone needed for the work, forcing the college to ship in stone from quarries in Alsace in France.

Work on the tower, expected to cost £850,000, has come in the midst of a very ambitious and extensive £1m renovation programme affecting much of the rest of the college.

The High Street block has been restored and modernised, the early 16th century chapel has been restored and work is beginning on the 18th century New Buildings block, which has a facade 100 yards long.

Art college torn by dismissal row

by Paul Flather

The Royal College of Art, one of Europe's most famous art colleges, has been wracked by dissent following moves to try to dislodge the college's professor of painting.

Last week senior staff at the college decided to drop a request to seek early resignation from the painting professor, who had allegedly been running the school of painting "inefficiently".

But students at the college are standing by a motion of no confidence in the recent Professor Richard Guyatt, passed at a meeting last month. They are calling for a major review of procedures used to run the college, and the professor is actually reduced to a minor role.

Mr Paul Conway, the student union president, said: "The case against Professor de France has been dropped because of the bad publicity it could have attracted. But nothing has been done to improve the poor communication and secret diplomacy used in the college."

The students are now seeking assurances from the college council that Professor Guyatt, whose tenure as rector comes up for review at the end of the current academic year, will not be reappointed in a further term.

The college first asked Professor de France to resign following complaints made to the rector by successive senior staff to the school of painting.

Students and staff in the painting school responded by issuing statements of support for the professor. He was appointed in his current post in 1972. He is an acknowledged expert on the French Impressionist movement, including the Victoria and Albert Museum and the Museum of Modern Art in New York.

Both the college and Professor de France have been asked to handle the matter, and the college threatened to invoke part of its constitution calling for a vote of confidence in the "performance" of the professor if he did not leave.

The college is now set up to a working party to examine the role of the painting school and the role of the college. One problem is that the school is in Exhibition Road, cut off from the main college in Kensington Gore.

Two other professors from the school of film and television, Professor Stuart Hood and Professor Douglas Lowndes, have left the college since 1978.

Mr Brian Cooper, the college rector, said the rector certainly enjoyed the full support and confidence of the staff and the confidence of the students should not be shaken through the present row.

Inspectors praise inner London

The five inner London polytechnics face problems concerning teaching facilities and the balance of accommodation, and the balance of staff in many fields, a report by the Ministry of Education inspectors says.

The report, which covers the full range of provision by Britain's largest education authority, generally commends the services of the five inner London polytechnics, but also points out areas for improvement.

The educational research board has always concentrated on a small number of outlets for PhDs and intends to continue with the quota system, although it wants to provide more linked awards. Taught courses with quota status are to be reduced from 15 to eight.

Its general conclusion is that "much of the work is of satisfactory quality, while the colleges at art are doing a good reputation and contribute to the work in the institutions involved in teacher education."

Although the report calls for "considerable improvement" in secondary schools, it also says that the colleges at art are doing a good reputation and contribute to the work in the institutions involved in teacher education.

Market opens for graduates

by John O'Leary

New job markets are opening up for graduates according to a survey of employers carried out at Sussex University.

The first stage of a study of graduate recruitment and retention over the last six years shows a boom in computing services and general commerce, although engineering and its allied industries remain the largest employers.

In general, the small and medium-sized companies increased their intake of graduates more rapidly than the large firms which have traditionally been the major employers. Oil, chemicals and allied industries, a sector which contains some of the most constant employers of graduates, actually reduced its intake over the period.

However, the study, carried out by research fellows David Parsons and Rosemary Hunt at the university's Institute of Manpower Studies,

found that the large recruiters retained a higher proportion of graduates than the smaller companies.

Mr Parsons said this week that the main recruitment increase has been from firms which normally take fewer than 10, and often only two or three graduates at a time. He said that it was impossible to tell from the survey whether graduates were lowering their employment sights and taking jobs they would previously have discounted, or whether more firms were recognizing a need for highly educated manpower.

Responses from more than 260 companies indicated that smaller manufacturing industry was an area of growth in job opportunities, together with general commerce and the more predictable sector of computing services. The second stage of the study, which will concentrate on the graduates themselves, should present a more complete picture when it is published early next year.

More than half of the graduates of 1974 covered by the first stage of the study were still with the employers who recruited them then,

although this figure dropped to 30 per cent for computing services and only 27 per cent for accountancy. Companies with an annual intake of more than 50 graduates fared notably better than the rest.

Of the 1977 intake, 71 per cent were still with their employers last year, with little variation according to size.

The researchers found that their results showed considerable variations between employers, some of whom had retained as many as 75 per cent of their 1974 recruits. These firms were not concentrated in any particular sector or size range and were to be found in the public sector as well as the private sector, suggesting that conditions and career opportunities were the greatest determinant of loyalty.

Mr Parsons said the employment prospects for graduates varied considerably between the academic disciplines, with those in computing science and engineering enjoying an especially good position.

Graduate Recruitment and Retention 1974-79, published by the Institute of Manpower Studies, University of Sussex, £5.

Carlisle saves computer board

The Computer Board for the Universities and the Research Councils is to be saved, Education Secretary Mark Carlisle announced this week. In a Parliamentary statement, he said that he was now satisfied the board's policies ensured that public funds were being deployed to the best advantage and no savings would be made by merging the board with the University Grants Committee.

In a report on Government spending cuts last January, Sir Len Pinnock argued that between £10,000 and £30,000 could be saved by such a merger. The board subsequently replied that its operations saved about £3m a year through co-ordinating purchases of computer equipment for universities, and the Department of Industry also supported its activities on the grounds that it best encouraged the sale of British computer hardware.

Manning reductions which will cut annual running costs from £200,000 to £150,000 through reducing board staffing levels from 10 to six civil servants are still to be made.

Scots students may go to law

Students at Hamilton College of Education, which is under threat of closure, are investigating the possibility that it is illegal for the Scottish secretary to close the college.

The president of Hamilton students' representative council, Mr Tony Luby, said he understood a successful test case had been fought in England against a local authority which was to close a college. Mr Luby said the SRC was employing a solicitor to see whether any such case existed under Scots law, and whether an interdict could be obtained if the Scottish Secretary tried to close Hamilton.

A petition against the closure now has 100,000 signatures, and a delegation from the college will take part in a rally to be held this week at Callendar Park College which also faces closure.

The rally and demonstration are being organized by the Association of Lecturers in Colleges of Education and the National Union of Students.

CBI adopts new tactics to ease unemployment

by David Jobbins

Recession-hit British industrialists this week voiced compassion for the young unemployed and exhorted themselves to do more to help.

The annual conference of the Confederation of British Industry is being called for a three-pronged approach involving:

• Stronger links not only with the schools but with the universities, polytechnics and colleges; • A better help for the young through the Youth Opportunities Programme or individual initiatives; • A temporary of the apprenticeship system to introduce a flexible and qualification based on ability rather than time served.

With regard to the education system and the Youth Opportunities Programme, the CBI's education and training committee, which was set up by Lord Carr, former Tory home secretary and chairman of the CBI's education and training committee, said:

"The CBI is a striking change in the educational outlook compared with 10 years ago with learners more concerned with the working life and less with the academic standards. This is something we have to help to bring about and we must continue to take full advantage of it."

Employers were being urged to request for information and advice, and he warned the 1,000 representatives of 700 firms and

trade associations that if they failed to respond this "welcome" trend might go into reverse.

"So far I have spoken only of schools, but equally we must strengthen our links with the universities, polytechnics and colleges to which we look for our managers, scientists, engineers and technicians, and use these links above all to define our needs as clearly as we can," he said.

He condemned firms where school leavers received only a "lick and promise" induction with no further education and training. Nearly half of those less able school leavers fell into this category in which they were equipped with no more than enough to do the same low-level job for the next 45 years.

"Paradoxically unemployed school leavers are now getting work experience programmes with employers through YOP and are receiving better preparation for working life than most of those who get job straight away on leaving school," said Lord Carr.

While there was general praise for YOP, there was also criticism. Mr Robert Gavin of Robert Gavin and Son, said: "It is a cosmetic exercise. It is like fighting dry rot."

The money spent on the programme should instead be used to create valuable employment, "not just a short-term political cover-up" he said.

Tory push to close polys

A leading Conservative student has said no to the Government's push to close non-vocational courses in polytechnics and at least one polytechnic has said it would not accept the Government's proposal.

Mr Peter Young, chairman of the Federation of Conservative Students (FCS) in a speech in Birmingham, said it was possible in higher education "if ministers cannot bring themselves to make proper cuts in public expenditure, then they should consider the possibility of a referendum."

He said in a reference to the speech made by Mr Mark Carlisle, Secretary of State for Education, that there is "no let left on the educational budget" and that the Government's proposal to close non-vocational courses in polytechnics and at least one polytechnic has said it would not accept the Government's proposal.

The FCS is also calling for a referendum on the issue of higher education, and the FCS is also calling for a referendum on the issue of higher education.

TUC likely to oppose loans system

The Trades Union Congress seems set to join critics of the Government's plans to review the current system of student grants and to have a good reputation and contribute to the work in the institutions involved in teacher education.

Mr Edward Healt, FCS's basic, taking an aggressive hawkish line on most educational issues under Mr Young's stewardship, to the charge of a large part of its membership. This latest speech only confirms the trend.

Mr Young declined to be more specific when asked if he could name the two or three polytechnics or a university which he wanted closed. But it is understood FCS is currently preparing a report on rationalising education services, and this will include more specific suggestions on possible closures.

He said his speech echoed policy passed at the last national conference of FCS, which attacked the welfare state and data monopolies and called for accelerated cuts in administration.

FCS is also calling for the introduction of a student loans system which could save £25m a year.

The committee decided the case against loans was "overwhelming" and another major obstacle to the plan was the working-class people entering colleges and universities.

The committee went on to reaffirm existing TUC policy calling for an extension of mandatory grants to part-time students. The committee's decision is subject to confirmation by the TUC's general council, which meets later this month.

ENGINEER YOURSELF A BRIGHTER FUTURE.

The Times Engineering Essay Competition For Students.

The Engineering Careers Information Service and The Times are jointly sponsoring an Engineering Essay Competition, with big cash prizes for the winners.

The object of the competition is to create a greater awareness of the role engineering plays in improving our daily lives.

Students in the United Kingdom, male and female, of all disciplines, engineering and non-engineering, are eligible to enter.

The competition is divided into two sections, one for sixth-formers and full-time students at colleges of further education, the other for undergraduates at a university or polytechnic.

THE COMPETITION

All students are invited to write, in not more than 750 words, on "What I expect engineers to contribute in the next 30 years to our nation's prosperity."

To have a better chance of winning, entrants may find it helpful to get to know about past engineering achievements before applying their own lively and creative ideas about the future.

There is, of course, no limit on the number of entries that can be received from any sixth-form, university or polytechnic. It will greatly assist the Judges if all entries are easy to read.

THE PRIZES

SIXTH FORMS/COLLEGES
£500 to the winning pupil.
£500 to the winning pupil's school or college.
Two runners-up prizes of £200 to pupils only.
Five consolation prizes of The Times Atlas of the World, comprehensive Edition, and £50.

UNDERGRADUATES
£500 to the winning undergraduate.
Two runners-up prizes of £250.
Five consolation prizes of The Times Atlas of the World, comprehensive Edition, and £50.

All prizes will be presented at a special reception, the details of which will be announced later.

THE JUDGES
Lord Nelson of Stafford, Chairman, General Electric Company; Lord Scanlon, Chairman, Engineering Industry Training Board; Dr. Elizabeth Laverick, Deputy Secretary, Institution of Electrical Engineers; Joseph Moor, Director, Engineering Industry Training Board; Hugh Stephenson, Editor, Times Business News; Edward Townsend, Industrial Writer, Times Business News.

RULES

1. The last date for entries is Saturday, 28th February, 1981.

2. Entries should be sent to: The Times Engineering Essay Competition, Engineering Careers Information Service, c/o EITB, P.O. Box 176, 64 Clarendon Road, Watford, Herts. WD1 1HS.

3. Entries must state clearly on a separate sheet of paper, to be attached to the top of each entry, which competition—Student or Undergraduate—is being entered. The entrant's full name and address, as well as the name and address of the school, college, university or polytechnic, must also be given.

4. All entries become the copyright of the organizers of the competition, Times Newspapers Ltd., and the Engineering Careers Information Service, who will reproduce (publish) any entry in whole or in part if they so wish.

5. It is the responsibility of entrants to see that their entries arrive before the closing date.

6. Receipt of entries will not be acknowledged.

7. No correspondence regarding this competition can be entered into.

8. The Judges' decision is final.

THE ENGINEERING CAREERS INFORMATION SERVICE

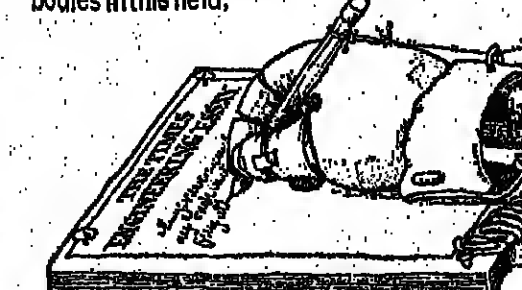
ECIS was set up in 1976 and provides industry-based information about careers in the engineering manufacturing industry.

It is sponsored by the Engineering Industry Training Board, the Engineering Employers' Federation and the Confederation of Shipbuilding and Engineering Unions.

Representatives of these organisations are members of its Steering Committee. Careers advisers and educationalists are also closely involved.

It produces literature and aids for young people and those who advise them on career choice. It also takes part in national and local exhibitions and conferences.

ECIS co-ordinates its work with other bodies in this field.



THE TIMES

Heriot-Watt leaves NUS

Students at Heriot-Watt University have voted overwhelmingly to disaffiliate from the National Union of Students, making it the fifth out of eight Scottish universities to leave the union in recent years.

A union general meeting last week voted by 250 to 30 to leave NUS, saving the students' union an annual affiliation fee of about £10,000.

Mr Brian Monteith, vice-president of the students' union and also a leading member of the Federation of Conservative Students, said leaving money and not politics was the major reason behind the vote.

The vote reflects a general disenchantment with NUS among students, who were in a sea of "students' and students' union" in their own heads directly before the vote. He said the £10,000 saved would be spent on items such as redecorating

and refurbishing the student union building, hiring a chef to improve catering facilities, and setting up a campus radio station.

Heriot-Watt now joins St Andrews, Glasgow, Edinburgh, and Dundee who have all left the NUS, costing the national union about £80,000 in lost revenue each year.

The NUS hit back immediately at the decision, arguing that any union disaffiliating now was depicting itself as leadership and representation at its critical time in student politics.

Mr John Freeman, chairman of NUS Scotland, said: "Not only is the Government discussing loans systems, but also introducing a new system of financial aid to students. It is a very bad time to leave NUS. We will try and get the issue reopened and reversed."

New postgraduate training policies for SSRC

by Charlotte Barry

Widely varying new policies on postgraduate training are to be adopted by the Social Science Research Council's 14 subject committees over the next three years.

During the past month the committees have been meeting for their annual review of departments, reviewing SSRC awards to consider radical changes proposed by the councils' postgraduate training board.

This follows widespread outside criticism of the SSRC's completion of a survey among its PhD students. Last year's 25 per cent cut in postgraduate training led to further internal pressure to abandon the traditional method of awarding studentships to departments with quota status in favour of a system of studies choices.

The postgraduate training board has proposed that the number of linked studentships should be doubled, quota outlets for taught courses and PhDs should be reduced and a Collaborative Awards in the Social Sciences scheme should be introduced. More PhD students should be allowed to go to the department of

their choice and there will be a stricter monitoring of completion rates and quality of supervision. The individual committees have responded in a variety of ways.

The sociology and social administration committees are against the studies choice system and intend to concentrate on linked awards. PhD quota outlets in sociology are to be cut from 45 to 20, and courses work outlets from 14 to three next year. Social administration outlets will remain at six for coursework and 12 for PhDs.

The educational research board has always concentrated on a small number of outlets for PhDs and intends to continue with the quota system, although it wants to provide more linked awards. Taught courses with quota status are to be reduced from 15 to eight.

The political science and international relations committees intend to go over to a student choice system in 1982. The educational research board has always concentrated on a small number of outlets for PhDs and intends to continue with the quota system, although it wants to provide more linked awards. Taught courses with quota status are to be reduced from 15 to eight.

Carlisle waives fees for refugees

by John O'Leary

Fee waivers granted to refugee students on first degree programmes are to be extended to postgraduate courses, Mr Mark Carlisle, Secretary of State for Education, announced this week.

It was announced in September that refugees on undergraduate courses would pay the same tuition fees as home students, rather than the new, full-cost overseas rate. But no mention was made in the arrangements of postgraduates, who form a significant proportion of the refugee student population in Britain.

Now Mr Carlisle has written to refugee agencies telling them of the extension. His letter says: "I am pleased to be able to confirm that the new arrangements to assist refugees will be applied to postgraduate awards administered by my department and that the research councils have also decided to

follow the same general line, although they have not worked out their policy in detail."

The World University Service, which had been pressing for such an extension, welcomed the announcement, but said there were still further measures needed if refugees were to be able to fulfil their educational potential. In particular, WUS wants the Government to put money into English language training to bring refugees up to the standards required by higher education, as well as providing advice on suitable courses.

WUS has asked the Foreign and Commonwealth Office to make representations to the government of El Salvador over the murder of its president, Professor Felix Ullao. Professor Ullao, who was dean of the faculty of architecture and engineering at the University of El Salvador, was shot dead as he left the campus recently.

Staff oppose transfer of rubber technology courses

by Paul Flotter

Academic staff at the Polytechnic of North London are preparing to oppose recommendations which call for courses in rubber technology to be transferred to another London polytechnic.

Members of the PNL directors' and of the National Association of Teachers in Further and Higher Education are preparing separate submissions to persuade the Inner London Education Authority to postpone an early decision on the move.

Both groups feel the case for the transfer of polymer science and technology courses has not been made convincingly, and they want more consultations.

The recommendations for the move from PNL to South Bank were made in a report from the so-called Hayes working-party, set up by ILFA as a first step in a programme of rationalising courses in the five inner London polytechnics.

Mr David Croome, assistant director of PNL, who played a key role in the Hayes working-party, said that although it was accepted that student demand in rubber technology could only sustain one strong London department, the course would be better safeguarded at PNL.

He said PNL, which contains the National College of Rubber Technology, had better facilities to run courses in both plastics and rubbers, and that thousands of pounds would be saved if resources were moved from South Bank to PNL, rather than the other way round.

Mr Roger Inkinton, secretary of 'Naifhe' London polytechnics branch, said the union was seeking further advice from ILFA officials, and guarantees to safeguard the position of all staff who may be asked to move polytechnics.

He said there was no question of Naifhe members at PNL and South Bank opposing each other on the move. There are 20 staff at PNL who could be affected.

The Hayes report concluded that one strong rubber technology department would provide greater flexibility, a fuller range of courses, and encourage more contact between science and industry.

The report decided that courses would benefit academically at South Bank because they would be linked to established chemical and mechanical engineering departments. PNL does not have similar departments. The report is being considered by ILFA for a final decision.

Spending cuts 'are reducing access'

Public spending cuts are reducing access to higher education at a time when economic, social and technological necessity demands that provision be increased and broadened, Mr Neil Kinnock, the shadow education spokesman, told a weekend conference.

Mr Kinnock, speaking at a conference in Leeds organized by the Labour Party and the Socialist Education Association, said the Government was deliberately ignoring crucial facts in claiming that standards could be maintained even though the cuts are minor and hermitic.

In particular, adult education

had been hit to the extent that even the broad and permissive requirements of the 1944 Education Act were being ignored, he said. Discretionary grants were being dented by almost every local authority, making access to further education still more limited.

The Government's decision to introduce "full-cost" tuition fees for overseas students was one of the policies which was singled out for criticism. The new fees would never have saved the expected sum of £100m, Mr Kinnock said, and they have resulted instead in increased costs or damaged viability of courses at some institutions.

The enormous variety of need and

provision between local authorities made a consensus of any assumptions about the national application of cuts, he said.

Labour's aims should be to restore the education budget to at least 1979 levels, to devote resources to building an education system which meets modern needs and to change attitudes to educational responsibilities, rights, aims and purposes.

The conference formed part of Labour's Education Action Day which is dedicated to mobilizing public opinion against the cuts in education and contributing to the development of an alternative policy.

SSRC urges earmarking of basic funds

by Charlotte Barry

Universities should earmark funds to provide basic equipment and secretarial support for social science research.

This forms the main recommendation in the evidence of the Social Science Research Council to the Morrison Committee which is investigating the dual support system in universities.

Over the past few years the SSRC and the other research councils have been increasingly concerned about the growing proportion of equipment which has to go towards basic equipment. Under the dual funding system this should be done by the universities.

In its evidence to the working party the SSRC points out that the kind of equipment needed by social science researchers is not as large or expensive as that used by scientists, but it is just as important.

Social scientists need typists, secretarial support, photocopying and access to computer and data banks. The SSRC's report says that the universities are not doing enough to provide this support, and that the SSRC is not in a position to do so.

In addition the SSRC is worried about the increasing demands being placed on social scientists by the widening of the social sciences to include the study of the human mind.

As a result the council has been forced to finance more and more research in order to keep research alive.

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North American News

Lobbyists prepare for Republican shift

from Clive Cookson

WASHINGTON

When American politics swerved sharply to the right last week, the national leadership of higher education was left shivering in a bleak and unfamiliar landscape.

Washington colleges and university associations had been prepared for a narrow election victory by Ronald Reagan, but they assumed that the old Democratic friends would still be in control of Congress, as they had been for 26 years, defending their past projects against the White House.

They woke up on Wednesday morning to find that the conservative landslide had also swept the Republicans into a clear majority in the Senate.

As Irving Spitzberg, general secretary of the American Association of University Professors (AAUP), put it: "This great historic shift in political comes as higher education stands on the edge of the valley of the 1980s, and of course that makes us apprehensive."

Spitzberg's concern about the longer term future under the Republicans is compounded by ignorance of Mr Reagan's immediate intentions. The uncertainty may last for a few weeks, as the president-elect is not personally interested in education and research and they will not be high on the agenda as he and his advisers discuss policy options.

Naturally the colleges and university lobbyists hope to influence policymaking in the Reagan camp and they are already preparing with a view to the new president's inauguration, one Dupont circle, the Washington office block that houses almost all the higher education associations, is so closely associated with the Republican cause.

Spitzberg's Democratic policies and to few of its occupants have made contact with Mr Reagan's staff, that their advice is unlikely to be well received. The handful of Republicans in the House tend to feel that their colleagues have only themselves to blame if they are now ignored.

The largest category of federal aid is academic financial assistance, and observers would be astonished if President Reagan failed to propose cuts there. The grant programmes are most at risk, since student loans and tax credits are philosophically more acceptable to Republicans.

The major research universities stand to gain more—or lose less—from President Reagan and the Republican Senate than the rest of higher education, because they derive relatively less federal money from the vulnerable Education Department and more from research grants and contracts from other agencies.

The Republican platform deplored what it called "underfunding of basic research" and the Senate's research efforts in basic and applied scientific research, and the Association of American Universities (AAU) will argue for increased expenditure on academic science and engineering, on the grounds that this is essential for the United States' long-term industrial and military strength.

AAU federal relations director Newton Cattell is prepared for Mr Reagan's first budget to reduce support for basic research, because the President will be looking so hard for government spending cuts (outside the Defense Department). But Mr Cattell, one of the few higher education lobbyists who is not unhappy with the Republican landslide, sees university research prospering under President Reagan in the longer term. He looks forward to the introduction of tax incentives for industry to support academic research—an approach rejected by the Carter administration.

Most of Mr Cattell's colleagues are comforting themselves with recollections of Mr Reagan as a pragmatic and efficient governor of California (at least in his second term). They themselves are mostly pragmatists without strong political ideology, so a dialogue should be possible.

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The Republicans enjoy a 53/47 Senate majority in the new Congress, which assembles in January. (The old Congress returns to Washington this week to complete work that was left unfinished before the election.) They will have control over the flow of legislation and budgetary appropriations through the Senate and all its committees. The House of Representatives will

The only representative of a national higher education organization on Mr Reagan's education policy force is Sheldon Stinboch, general counsel of the American Council on Education, Mr Stinboch, a bright and energetic lawyer, said that the 14 member task force was concentrating on the scaling down and eventual abolition of the federal Education Department (ED) created last year by President Carter, and on the introduction of "tuition tax credits" with which parents could partially offset school and college fees. The Republican platform (election manifesto) called for action on both issues.

The task force, which is chaired by Glenn Campbell, director of the Hoover Institution at Stanford, expressed enthusiasm for reducing federal regulation of education. Whatever legislative action Mr Reagan's government may propose in the educational field, there can be little doubt that it will indulge in less of the administrative interference that colleges and universities found to be the less acceptable face of the Carter administration's generous financial support. In particular, Reagan will not threaten to cut off federal funds to institutions that are not doing enough to promote women and minorities by "affirmative action."

In itself, the promise of deregulation can only be welcomed by university leaders who have complained about increasing federal interference. However, the price they will probably have to pay is a sharp reduction in the flow of funds from Washington. We're in for a period of real belt-tightening, warns Mr Stinboch.

Only a month ago colleges and universities were celebrating Congress's generous five-year authorization of federal higher education programmes. Now their joy seems very premature, because the Republicans will be less willing than the Democrats to appropriate funds to run the programmes.

The largest category of federal aid is academic financial assistance, and observers would be astonished if President Reagan failed to propose cuts there. The grant programmes are most at risk, since student loans and tax credits are philosophically more acceptable to Republicans.

The major research universities stand to gain more—or lose less—from President Reagan and the Republican Senate than the rest of higher education, because they derive relatively less federal money from the vulnerable Education Department and more from research grants and contracts from other agencies.

The Republican platform deplored what it called "underfunding of basic research" and the Senate's research efforts in basic and applied scientific research, and the Association of American Universities (AAU) will argue for increased expenditure on academic science and engineering, on the grounds that this is essential for the United States' long-term industrial and military strength.

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Mr Reagan receives congratulations on hearing of his victory.

Cabinet speculation scotched

from our North American editor

Ronald Reagan told the first post-election press conference that the cabinet which he plans to name within three or four weeks will include secretaries of education and energy, even though he wants to dismantle their departments. The announcement scotched speculation that Mr Reagan might symbolize his determination to abolish the Education Department by failing to appoint a cabinet-level secretary to head it.

Congress created the Education Department last year, after a long battle in which President Carter invested considerable political capital, and President Reagan might have to fight equally hard to reverse the process. Many Republican senators supported Mr Carter's plan to remove education from the sprawling Department of Health, Education and Welfare. Mr Reagan may decide that the early prioritization of his administration lie elsewhere.

"I am well aware that in both of those new cabinet-level departments there are functions—legitimate functions—which have existed for a long time and that were then incorporated in (them)," Mr Reagan said. "So, when you talk about questioning whether a cabinet-level department should exist as it is today, that does not mean that you are throwing out the legitimate functions which have always been performed by government and that should continue to be."

Washington's education circles are busy speculating about likely candidates to succeed President Carter's education secretary Shirley Hufstedler, although the Reagan camp has given them few clues. Terrell Bell, who was United States commissioner of education under President Ford and is now commissioner of higher education in Utah, is a name that crops up frequently. Others who have been mentioned include Minnesota governor Albert Quia and retiring Pennsylvania senator Richard Schweiker. If Mr Reagan wants to appoint a hard-line Conservative who would really dismay the national establishment, he could choose Max Rafferty, who was California's superintendent of public instruction during the 1960s.

Thomas Sowell, a senior fellow at the Hoover Institution and a member of Mr Reagan's education policy task force, is on everyone's list as a senior job in the new administration. He is about the only prominent black who is ideologically close to the Reagan camp. Although Mr Sowell is a possible education secretary, he may be offered a more prestigious cabinet position.

Apart from the post-election, Mr Reagan has 18 top positions in the Education Department which he can fill with political appointees. Altogether about 2,500 administrative jobs are at the President's disposal.

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Vocational bias 'not harmful'

Government policy favouring vocational courses need not be damaging to colleges and polytechnics, but ministers should beware of creating a climate of opinion opposed to higher education, Mr Neil Merritt, chairman of the college principals' group, the Standing Conference, has said.

Mr Merritt, director of Belling College, told graduates and diploma holders: "I believe that the development of the intellect can be as well achieved in a vocational course as in higher education as otherwise."

There was nothing dishonourable in a Government seeking to achieve a shift in emphasis of study to provide a useful workforce.

But, said Mr Merritt, if there was a link between economic success and the volume of higher education, it followed that the Government should be careful not to create a climate of opinion which led higher education to believe that higher education is unworthy.

Britain's age participation ratio was among the lowest in the western world and compared starkly with that in Japan, for example, where industry exploits the higher education system, gradually

Science teachers told to keep in touch

The teaching of science, particularly physics, has failed to keep pace with the development of industrial science, Professor Eric Lathwaite, of London's Imperial College, warned yesterday.

Professor Lathwaite, of the heavy electrical department, was speaking at the Institute of Structural Engineers, as the 1980 presenter of the annual Method lecture. He accused teachers of being loath to learn up new material and said that there were also few links to cover the new developments and their examining

boards were slow to change syllabuses. "Schools pay a considerable annual sum for the service of being examined and, like other good commercial businesses, the boards lean over backwards to please the customer," he said.

The result was that syllabuses still contained experiments that made use of the lodestones and the gold leaf electroscope, the magnetometer and the tangent galvanometer, none of which are needed in modern technology, Professor Lathwaite added.

Professor Lathwaite, in his lecture, "Technological Education for the Next Century", argued that if pure science was to remain and be taught as pure science, it would have to revise its classifications. "Heat, light, sound, magnetism, electricity, and properties of matter which are commonly taught from separate books will all have to be abandoned. There is only one science and many concepts of it and the concepts of the human mind."

In adult education the consumer must always come first, he said. This ideology was not new for the WEA, but was new for very large sectors of established education.

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Heriot-Watt creates mature studies post

Heriot-Watt University has created a new post of director of continuing education to co-ordinate the university's efforts of continuing education, particularly in professional development, change-over training, and mature studies.

Mr Neil Lott, one of the university's accountancy and finance department, has been appointed to the post, which will be responsible for the university's continuing education efforts.

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Harvard push to recruit women

Alternative action may be to enable Harvard to attract more women to the faculty of arts and sciences, the university is planning a significant expansion of its efforts to recruit women and minority faculty members.

The faculty council, its policy-making committee, has issued a report calling for more vigorous action to increase the number of women and black faculty members, particularly in tenured positions.

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Disability test case hopes to clarify law

The United States Supreme Court has agreed to hear a test case that should clear up many uncertainties about a university's obligations to provide handicapped students with expensive special help.

The University of Texas brought the case to the Supreme Court after a federal appeals court ordered it to provide a sign language interpreter for a deaf student. The student, Walter Camenisch, argued successfully that the university was obliged to do so under section 504 of the 1973 Rehabilitation Act.

Mr Christopher Price's Select Committee report is sublimely vague about what is probably its single most important recommendation. It is positive that a national body, the Committee for Colleges and Polytechnics, should be set up immediately to oversee higher education in the multi-tiered sector. It says tantalizingly little about what the CCP would actually do.

The CCP would "give advice and make recommendations about the finance, administration and planning of institutions in the multi-tiered sector", says the report. It would be a small body with substantial local government representation. Its members would be selected individually by the Secretary of State. Its secretariat would be independent of the Department of Education and Science, and would share members with the UGC.

All this is straightforward enough. But the report refrains deliberately from setting out clear powers for the CCP. Broadly, it is expected to "oversee" the funding of polytechnics and colleges, "coordinate" planning with the UGC and "consider" colleges plans for their academic development. It would be the report on fees, a "half-way house", which would not become a grants committee able to take over from local authorities their present control over polytechnic and college spending.

Administrators who far years have been embroiled in the conflicts and complexities of polytechnic funding are bound to feel that the Price committee has fudged the issues. After all, Labour's Oakes committee spent more than a year producing a much more detailed plan for a national body, even though it was criticized for compromise and ambiguity. Will people take notice of a Select Committee report which contains plenty of broad brush generalizations but ignores the practical details?

They might. The authors of the Price report are wary politicians who know that in the politics of the possible it is sometimes important to fudge issues. The Oakes report was drafted by people close to the subject, whose knowledge of the detail hobbled their discussions and

Referee that must wait for the rules to be drawn up



THE PRICE REPORT

resulted in unattractively complicated proposals. The MPs hope that by pointing higher education in the right general direction, they can leave the details to be filled in by the people in the system.

Whether the MPs' strategy will work depends on the strength of the vested interests which feel threatened by the creation of a national body. The report is careful to say only that "negotiations" should start immediately. The Oakes committee was delayed and nearly crippled by legging between local government and college interests over who should have most seats on a national body. The Price report says that there should be substantial local authority membership, and that the body should be small; the rest is all to play for.

One way of estimating the strength of opposition to the report is likely to arise as it looks in turn at each of the jobs the CCP will be expected to do. Most of them are already done by other groups in the system, and even where they are not, it is likely to be resistance.

Probably the least contentious job of the CCP, for example, will be to act as a referee and cry foul when a maverick polytechnic or local authority breaks the rules. The Price report says clearly that local

Governments do not have a good record of listening to what Parliamentary Select Committees tell them. Mr Chris Price, the Education Secretary, now has to decide how to respond to Mr Christopher Price's Select Committee report on higher education. This week we start a series in which THES writers examine the major recommendations of the Price report and assess their chances of being implemented. Here PETER DAVID looks at the proposal for a Committee of Colleges and Polytechnics to oversee higher education outside the universities.

authorities should maintain their presence in higher education, but only if they behave themselves. "It will only be acceptable for local authorities to retain their stake in higher education if all of them can restrain themselves from excessive and unreasonable interference in the running of large, developed polytechnics", the report says.

If the CCP tries to draw up a new rulebook, as it is supposed to, it will be in deep trouble, however. Local education authorities have always censored the powers devolved to polytechnics by the DES. Recently, they persuaded Dr Boyson to set up a joint committee to review the articles of government which lay down the respective powers of the authorities, governors and polytechnics. The polytechnic directors, on the other hand, favour total independence from town halls.

It is hard to imagine the issue being settled amicably on a committee in which local government and the institutions are evenly balanced. A second job which the CCP will be expected to do is to oversee the general academic development of polytechnics. All institutions will have to submit plans regarding their purposes and objectives, including types and levels of courses offered, study patterns and course structures, the profile of students for which they are intended, the range of subjects covered, the balance between teaching and research, consultancy and the relationship of the academic programme to the facilities available.

"Bureaucratically", this is a tall

order indeed. But more to the point, it is already being done by many colleges as part of their relationship with the Council for National Academic Awards. The CCP could, in theory, take over the CNAA, but it would then inevitably become a gigantic bureaucracy. It would also overturn the cardinal principle on which the CNAA operates—that it is an academic body overseeing academic standards, without political or financial powers of its own.

A third job for the CCP, overseeing the funding of polytechnics and colleges, is acknowledged by the Price report to be the most difficult of all. The CCP will be expected to invent a way of financing colleges which is flexible, reflects both national and local interests, and takes account of the academic needs of the colleges. The new arrangements "will be among the most difficult and complicated to devise in the field of higher education funding."

The technical problems of devising a funding system are daunting enough, but they pale into insignificance beside the political obstacles. Local authorities believe that so long as they pay the piper they should be allowed to call the tune. They recently set up their own embryonic national body, the Council of Local Education Authorities. Higher Education Group. In a clear bid to head off any developments over which they would not have full control.

At the same time, a DES-inspired committee, the so-called Stephen Jones group, has been working for

nearly a year on new methods. With representatives from the local authorities, unions, colleges, its membership reflects likely constituents of a future CCP, but has made little progress. It may for a mechanistic method of college financing meets none of the aspirations of the Price report.

A fourth job for the CCP is to cooperate with the Universities Grants Committee and help progress towards a "plural" system of higher education in place of the binary system. The Price report envisages a joint secretariat for the two committees.

Here, too, the proposed UGC struggle on the toes of many interests. Recent years, for example, the DES's new deputy secretary, Richard Bird, proposed setting up a "transitory" committee which the UGC and local authorities could compose costs, fees, wages, numbers and other areas of interest. This modest proposal, however, appears to have frightened the UGC, which would prefer to have little as possible to do with local government and sees no reason to share panoply local considerations with the UGC.

So far of the major jobs of the new CCP—referring to the past two planning, funding and overseeing the UGC—are done by the DES, or by other people or bodies. The DES is already doing the first two, and the UGC is already doing the third. The Price report is the most difficult of all. The CCP will be expected to invent a way of financing colleges which is flexible, reflects both national and local interests, and takes account of the academic needs of the colleges. The new arrangements "will be among the most difficult and complicated to devise in the field of higher education funding."

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Elie Kedourie describes the failure of Western constitutionalism to replace the old forms of rule within the Ottoman Empire; a failure from which have sprung in turn insecurity and military regimes

Islam and nationalism: a recipe for tension

The term Middle East as denoting an area stretching roughly from the Eastern Mediterranean to the Eastern frontier of Iran came into general currency during the Second World War. The term is indicative of strategic and geopolitical considerations, seen from the vantage point of the European Great Powers, and subsequently of the Superpowers. These considerations are still very much to the fore today, and they are even so said to have greatly increased in importance. Middle Eastern oil has become indispensable to Western Europe and Japan, and scarcely less indispensable to the United States.

Soviet power and influence, however, have increased in the past few years, and so, has greatly enhanced the threat to Western interests in the area. The Soviet Union, which is now able to dominate or to make the eastern end of the Suez Canal, is also a power in the Middle East. In some ways, the East, in the Middle Eastern oil to the West or—As the invasion of Afghanistan has shown—to occupy or otherwise control actual Middle Eastern territories. Any one of these developments, taken in isolation, might be considered a cause for concern, but when taken together, they can lead to a global war, or at the least extremely serious hostilities.

In this respect, then, the situation in the Middle East today and in any foreseeable future is not without interest to what is regarded as the most important of the world's problems—the arms race. The arms race, which is a global phenomenon, is now being fuelled by the Middle Eastern situation. The arms race is now being fuelled by the Middle Eastern situation. The arms race is now being fuelled by the Middle Eastern situation.

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meant the withdrawal of Egypt from the anti-Israel coalition. The remaining members to a position to wage war against Israel, namely Syria and Jordan, will probably consider the risks of a war now to be great for so to be seriously entertained. If so, the Arab-Israeli conflict might easily quickly fade away, or even be eased through a formal settlement.

But if Egypt and Israel were to fall out again and the original coalition of 1948 re-established, the Arab-Israeli war would still not be the most important feature to strike an outside observer. For even if the Arab-Israeli conflict were to disappear with the defeat and destruction of Israel, other features which are, even now, more significant will continue to be so.

These are political instability, intellectual disorientation and explicit tension. These features may be seen to have appeared in the area when its isolation came to an end, and to signal a failure or an unwillingness to come to terms with another civilization. Since the Ottoman Empire and other traditional political structures disappeared, political instability has been a constant feature. The traditional political structures of a kind which the textbooks know as Oriental despotism. In this kind of rule, government is carried on for the advantage of the rulers, and not for the benefit of the ruled. The rulers are not accountable to the ruled, and the ruled are not accountable to the rulers. The rulers are not accountable to the ruled, and the ruled are not accountable to the rulers.

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DAVID SMITH

question, because it is the regime which has assumed the responsibility for everything that has happened in the area since the end of the Ottoman Empire. It is also something which Western governments, who became dominant in the region before and after the First World War, also favoured and encouraged. But it very soon became apparent that the society was not such as to be able to sustain and operate parliamentary government. To one country after another military-backed regimes have become the rule. But since they have become, such regimes do not, and cannot have, the benefit of legitimacy, or the security which legitimacy gives to a government: there seems no prospect of this vicious circle being broken.

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the requirements of modernity, but which did not demand the abolition of one's own past and traditions? To be so Arab in a state all composed of Arabs, a Turk or an Iranian likewise—what could be more satisfactory, what more natural? It seemed dead easy—except that when it came to identifying who or what was an Arab, etc., the difficulties seemed suddenly to multiply. Nor was the area so conveniently partitioned that all the Arabs were to be found in one territory, the frontier between the Turks and the Arabs, for example, was a line which was not always reflected in actual reality. And it was the truth, but really had to be made to conform to it. This was the programme or ideology of Pan-Arabism, which from 1918 onwards increasingly dominated the political rhetoric of the Arab world, as well as the preoccupations of its leaders. But the struggle to realize the Pan-Arab dream changed—no longer the Pan-Arab dream, but the use of Charles de Gaulle's distinction—into a struggle for power. A politics in which leaders fought one another, in which one regime sought to overthrow its neighbour, a struggle in short, from which were absent measure, moderation and scruple.

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What buildings and society have to say about each other

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BOOKS

Retreat from the goals of the 'great society'

The Art and Craft of Policy Analysis
by Aaron Wildavsky
Macmillan, £15.00
ISBN 0 333 27347 8

by Peter Self

What is policy analysis? In his long book Aaron Wildavsky offers a variety of definitions and answers, none of which seems really satisfactory. He emphasizes quite rightly that there are no final answers to policy issues; on the contrary each new public policy introduces new problems. Thus an important task for a policy analyst is to redefine policy problems in an effective and realistic way. As late as page 389 we get the definition: "policy analysis is creating and crafting problems worth solving". The problems, he further explains, must be worth solving or trying to solve "from a social perspective" and "capable of being solved with the resources at hand". The social significance of the problem has to be matched by the economic (and also political) realism of the suggested remedies. The art of policy analysis lies apparently in a creative but realistic approach to the structuring of policy issues. The craft of policy analysis lies in the kind of justifications which the analyst can offer for his preferred approach.

These definitions appear to be at the same time very pragmatic and very open-ended. The policy analyst, Wildavsky implies, cannot dispense with theories of desirable ends and likely results of public policies. These results are actually very hard to predict or to ascertain, and the analyst must be ready to think again, but still needs some guidelines for his explorations. This approach to policy analysis is almost equivalent with the whole study of politics and society, even if the analysts themselves are confined to the back of the stage. Wildavsky himself recognises this, and he offers dogmatically across the political spectrum, but his theories seem rather thin for the task he has taken on.

He places a lot of weight on the processes of spontaneous social interaction which are said to occur in different ways in the working of both markets and politics. He contrasts these processes with something called "planning" which represents authoritative governmental acts that require "intellectual cogitation"—an activity that is apparently not necessary if one relies on the unplanned results of spontaneous economic and political interactions. Wildavsky seems to dislike "planning" and to like spontaneous interactions, a position which would seem on his views to undercut the need for policy analysis; but analysis is saved by the necessity for some purposeful policy-making by government. The subject of the desirability of relying on spontaneous processes wherever practicable. On another of his definitions, policy analysis consists in "seeking truth to power". But what is this "truth" which policy analysts possess? Can it be acquired? What are its qualifications for knowing how far governments can or should influence the work-



A Thomas Coöservancy Board officer taking a sample of water from the industrial foam covering the river (Reading, 1970). In *The Art and Craft of Policy Analysis* Aaron Wildavsky suggests that pollution could be reduced by the introduction of economic incentives: governments would auction the right to create pollution and the sum paid by the firm would theoretically equalize the extra cost to its consumers with the amount available for compensating present and future pollution victims.

ings of society?

Wildavsky's theories hardly live up to these high expectations. His distinction between "planning" and "spontaneous social interaction" is far from satisfactory. Policy outcomes are a mixed result of the deliberate efforts of organizations (both public and private) to achieve their goals, and of the internal and external constraints which deflect their aims. The Adam Smith world favoured by the author, in which a myriad of individual decision-makers produce unintended but beneficial social effects through following their own interests, is contradicted in the modern world by the varying size and power of organizations, and by their frequent ability to impose unacceptable costs or burdens on others as a consequence of following their own interests. While the author knows that things like the crude oil to pluralism leads him (for example) to favour federalism as a political system simply because it multiplies the number of separate points of decision, not only is this a crude view of the essence of federalism, but it forgets that a fragmented governmental system they enhance the power of other organizations such as business corporations, and multiply the difficulties and costs of policy implementation as the author himself has shown in another book whose subtitle suggests amazement that "federal programs work at all".

The author's discussion of actual public policies is more interesting, but takes a rather cynical and restrictive view of the limits of effective policy, and of the behaviour of public agencies. For example, he suggests that health services can do very little to relieve the objective of better health since this depends largely on people's habits or relates to insoluble problems such as old

age; but what public policy could do is to equalize access to medical facilities. Again there is little scope for education authorities to improve the scholastic performance of disadvantaged children, but they can try to equalize physical access to educational facilities. Public agencies are said to substitute limited goals which they can reach for more ambitious ones which they cannot.

The author puts much of his own emphasis on the need to pursue egalitarian goals in a realistic manner which counts their cost. In general he accepts equality of opportunity as a desirable goal to be served, for example in the distribution of income. But the government should spend the same sum on every pupil at school. By contrast public policies which spend extra sums on either the rich (because they pay more taxes or exert more influence) or on the poor (and lost productivity because their socioeconomic status should be raised) are open to criticism. The former policies are inequitable, the latter are often both inequitable and costly—as well as now being politically impracticable. Here one sees a retreat by this analyst from the "great society" goals of American social reformers.

This general approach enables Wildavsky to suggest how policies might be reshaped in some cases to assist limited egalitarian aims, and in other cases so as to combat waste or save money. However, his concept of public policy remains curiously restricted. Obsessed with distributional issues he gives little attention to how government could achieve substantive goals, such as raising the general level of health and education, or improving the general functioning of cities, or conserving resources for future use.

and enjoyment. His approach to such aims seems generally sceptical, implying either that governments cannot achieve them or that their cost would be unacceptable or that their achievement would be prevented or perverted by the workings of bureaucracy. One is left with the impression, although the author does not specifically say so, that any rise in general welfare must depend upon the "spontaneous processes" lauded by the author, and that governments would often be wise to draw in their horns and cut their costs.

A test of these issues comes in a chapter where the author furiously criticizes environmentalists for insisting on anti-pollution controls without regard to their costs. Up to a point the criticism may be deserved—it is poor policy to require a lot of money to be spent on stopping a little pollution on one stretch of river if the same sum could prevent much worse results somewhere else. But the author's strong preference for relying on economic incentives instead of the enforcement of uniform standards requires much more discussion than he provides. He suggests, for example, that rights to create pollution should be auctioned by government; in that way firms would have some incentive to reduce polluting, and the sum which a firm paid for pollution privileges would theoretically equalize the extra cost to its consumers with the compensation available for present and future pollution victims. This theoretical equation is hardly a satisfactory way of balancing two such disparate interests, and there are better methods of utilizing the "economizing" approach which Wildavsky favours. But the main point is that the author nowhere considers the positive virtues of governments laying down basic standards of civilized and responsible conduct—whether those be "minimum" standards (as in health or education) or "maximum" limits (as in the control of pollution or noise or permitted levels of energy consumption).

The criticisms that such standards are sometimes too costly, or are unnecessarily applied, or are influenced by the past beliefs of bureaucratic experts are all legitimate, but do not dispose of the case for having standards as such. The author's liking for economic incentives is also open to serious qualifications (because their socioeconomic status should be raised) are open to criticism. The former policies are inequitable, the latter are often both inequitable and costly—as well as now being politically impracticable. Here one sees a retreat by this analyst from the "great society" goals of American social reformers.

This general approach enables Wildavsky to suggest how policies might be reshaped in some cases to assist limited egalitarian aims, and in other cases so as to combat waste or save money. However, his concept of public policy remains curiously restricted. Obsessed with distributional issues he gives little attention to how government could achieve substantive goals, such as raising the general level of health and education, or improving the general functioning of cities, or conserving resources for future use.

The author's discussion of actual public policies is more interesting, but takes a rather cynical and restrictive view of the limits of effective policy, and of the behaviour of public agencies. For example, he suggests that health services can do very little to relieve the objective of better health since this depends largely on people's habits or relates to insoluble problems such as old

These kinds of moderate behaviour in medical practice which Richard Titmuss explores in *The Gift Relationship* are relevant to the extent to which public services are held, and to their success.

Certainly Wildavsky is right in the study of public policy, the expansion of decision-making techniques or tools of analysis. It is true that the analysis, and not the theory, is what the subject might seem to be. It is a pity, however, that the author does not give us more examples of imaginative policy analysis within a specific and political context. It would have been useful to have had some discussion also of the methods that can be employed to lead to any chosen policy. Wildavsky is no stranger to academic boundaries, and he has a laudable talent for posing the pretensions of experts and planners. These qualities are parts of the book, but to lead to any chosen policy, the view of the practical work of the subject. He makes the mistake of concentrating on theories of policy when his contributions are best seen weak by comparison with the work of C. E. Lindblom, and Markovitz to the neglect of more empirical studies for which he is better equipped.

The book tells us, sometimes with wit, quite a lot about the assumptions and beliefs within the United States. The mistrust of bureaucracy and the assumption that it can be more efficient only by appeal to the self-interest of bureaucrats (However, the author is also for President Carter's administrative reforms because of his preference for planning and rationalization). There is the notion that redistribution of income has about run its course and improvements may be possible through the changes brought in by the market. There is a particular belief in the use of market mechanisms and techniques inside government, although the author has been biting critic of cost-benefit analysis. There are invocations of "morality" in the policy area, and also "ethics" as a means of energy crisis which the author sees as partly a spurious one. There is a time and culture which is of policy reform which would be difficult to read in a long and expensive.

An interestingly specific note the author's part in creating public policy in California. More information about the courses and the reactions would have been welcome. The public policy school is a subject which has for many years been a large number of ordinary people. This book will help to clear up many misconceptions about the subject and how they are studied and analysed, while at the same time providing an excellent introduction for the more serious student. It can be recommended to all students of diology and sociologists.

Peter Self is professor of public administration at the London School of Economics.

F. C. Stork

Dialects

High and Creole Languages: Selected essays by Hugo Schuchardt
edited by Glenn C. Gilbert
Cambridge University Press, £12.00
ISBN 0 521 27895 5

The Study of Dialect: an Introduction to dialectology
by K. M. Peck
André Deutsch, £8.95
ISBN 0 233 97212 9

These two books, although both concerned with language variety and dialects, are very different indeed. One presents a series of essays in German which are now only of interest to the specialist, while the other is an introductory textbook written to introduce a potentially wide range of readers to the broad and rapidly developing field of dialectology. Schuchardt was born in Germany in 1842 and died in Austria in 1927. He was a gifted scholar and specialist in historical and romance linguistics. In the nineteenth-century tradition, nevertheless, he remained an isolated figure, and his work is not very well known, even in the German-speaking area. Glenn C. Gilbert has, in this volume, translated all that Schuchardt wrote on English-based pidgins and creoles as well as his essay on the *Anglo-Poona* (Pithecanthropus) borrowings from Hindi and Sanskrit. But the decision is reasonable in a collection which without doubt is a sampler of all that is best in English translation and much that is good besides. It is rare that the founding fathers are also the paradigms of excellence.

Translation, while it influences language, is itself influenced by, and can be seen to reflect, changes in the last years of the eighteenth century.

The Other Nation: the poor in English novels of the 1840s and 1850s
by Sheila M. Smith
Clarendon Press, Oxford University Press, £12.00
ISBN 0 19 512642 5

In the early nineteenth century parts of England were horribly transformed; the permanently scarred areas of Lancashire, the West Riding and the Midlands Black Country took over 40 years for the imagination of England's novelists to realize how much the one had created so much of the other. There had been earlier voices, most notably among the politicalists in the humanitarian Toryism of the elder Beal and the young Shaftesbury. Indeed, it was largely as a result of the latter's work that information on such matters as conditions in the mines, employment of children and the like was first sought and disseminated.

Diavoli, both politician and novelist, wrote this material both early and widely, and in past years has been indebted to Dr. Smith's Smith's careful and authoritative work on this novel and his use of such sources. Now she has completed the larger work that has had such long and painstaking preparation and suitably she has derived from it the *Diavoli* and the *Diavoli* of England into two nations—*THE RICH AND THE POOR*, as he himself capitalized the situation in 1841.

As one would expect from her

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Miscellaneous Works of John Bunyan
edited by Graham Midgley
Clarendon Press, Oxford University Press, £20.00
ISBN 0 19 512734 0

From whose whose childhood Bunyan was confined to the bed and whose life was a problem of how to live with a lame leg. The *Diavoli* and the *Diavoli* of England into two nations—*THE RICH AND THE POOR*, as he himself capitalized the situation in 1841.

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BOOKS

English refined by the translators

The Oxford Book of Verse in English Translation
edited by Charles Tomlinson
Oxford University Press, £12.50
ISBN 0 19 214103 1

Translation has become a point of view for the linguistic philosopher, a mystery requiring volumes of exposition and commentary. This has perhaps obscured its role as the chief medium of literary and intellectual commerce. Indeed Charles Tomlinson's strikingly original collection indicates that the translation of poetry is more than that. There are a few major literary works which do not have a translation at or near their fountainhead: Greek is one exception but Livius Andronicus's translation of Homer is among the earliest works of Latin literature, and just as much as the *Iliad* and Oesterreicher's *Metamorphoses* open the annals of German literature, so Andreas Loukanis's *Iliad* opens that of demotic Greek. In the transformation of another idiom the native language is discovered or reformed.

It is a pity then that Charles Tomlinson has not found space for Caxton's *prosa Aeneid* or any snippets from Chaucer's borrowings from Virgil or Boccaccio. But the decision is reasonable in a collection which without doubt is a sampler of all that is best in English translation and much that is good besides. It is rare that the founding fathers are also the paradigms of excellence.

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in literary taste. Not surprisingly the selections in this book up to 1750 are dominated by classical poetry and, to a lesser extent, by the Bible. It opens with Cowley's broad Scots Aeneid, still one of the most vigorous (though scarcely Virgilian) of versions, followed by selections from Tyndale's and Coverdale's Bibles. The Elizabethan boom is represented by the best, which means omitting "popular" authors like Timothy Kendall and Thomas Churchyard, authors of chapbooks and omissions as well as translators, or Thomas Phaer and Arthur Hall, whose underrated *Aeneid* and *Iliad* are overshadowed by their better. As Thomas Nash expressed it: "every private scholar . . . began to vault their anastiching of Latin in English impressions".

In the seventeenth century the dominant model, both among the *droit de Ben* and through the Restoration until Pope, was undoubtedly Horace. There were innumerable selective translations, including 14 of *Epode* II alone, and four of the *Aeneid*. The popularity of Horace reflects a real adherence, particularly among Royalist writers, to the Epicurean principle, which he professed: "Sir Richard Fanshawe for one consciously directed his behaviour according to Horatian tenets".

The Restoration, when translation became little short of a craze, partly at least as a retreat from the dangers of political satire, is well represented above all by Dryden, the doyen of translators, who well deserves the forty pages, the largest allocation in the book.

In the last years of the eighteenth

century wider considerations than the classical begin to impinge. The frivolities of Tom Moore and William Hay, the faded cheeriness of the *Nonpareil*, the *Harriet* burlesques of the *Theatrum Poetarum*, pale beside such sterner stuff as the first translations from Goethe (Scott and Shelley), Schiller (Coleridge) and Hahn (Elizabeth Barrett Browning). William Morris's Old Norse translations are represented but not his Aeneid, Edward Fitzgerald's *Omor Kh*

A special report on the latest developments in higher education



Continued on following page

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Engineering
for social
success

continued from previous page

groups in society at large while five members represent various academic interests. Parity and linkage between the traditional prestige institutions and quite new conglomerates are expected and reinforced. Many complain that the regional boards implement a new level of bureaucracy, that their large membership gives them a formal rather than a real representative role; and that central government bureaucracy has been replaced by opportunities for trade unions to cast their yoke over local as well as central government.

Yet many Swedish academics endorse the general intentions of reform. The examiners came away from Sweden "impressed, even overwhelmed" by the magnitude and results of the changes. This relatively small country has earned its leadership role by the enormous input of thought, planning, feeling and resources of all kinds that it has committed to doing the best that it can for all its citizens.

The passion for equality in inter-generational income is surely thoroughly laudable. One wishes that Britain would follow the example so that we, too, could set about tackling some of the underlying causes of disaffection and social separatism resulting from the fact that the great majority of Britain's workforce left school at 14 or 15 and have never been near an educational institution again.

Swedish reform also demonstrates the single most striking problem in social policy at large. It is possible to make wholesale changes in structure to radically alter the flow of resources from one set of social goals to more egalitarian aims without paying enough attention to the conditions for good higher educational teaching, scholarship and research. Changes in policy concepts such as decentralization and participation by wider groups from the society are ambiguous. Greater care is needed to make sure that the substitution of what R. Burton Clarke has called the power of the local authorities by local groups does not simply replace one kind of authoritarianism by another less expert but equally system-dominated set of groups.

There are, indeed, lessons to be learned about the dangers of creating drastic change from the centre, even when those changes are a strong attempt to release the hold of the national authorities. But the Sweden earn their right to attempt radical change because they have always put themselves in a position to learn from their own achievements and mistakes and to allow others to learn from them.

They are monitoring changes through carefully planned and funded research. They do not regard their experiences as a private matter to be contemplated by policy makers behind closed doors. They hold seminars and conferences to which they invite not only their own experts but also contributions from students of higher education from other countries.

If the examiners found much to criticize, they recognized that Sweden has been the beneficiary of educational reform. Their problems arise from having tried large scale reform, and not from avoiding the larger issues that have to be faced in any society that wishes to be both civilized and productive. Moreover, it must be emphasized that many of the once criticized features of Swedish reform have had only a few years in which to be tried out.

The author is professor of government and administration at Brunel University.



Medical students can do only their clinical training at Linköping and finish study at Uppsala.

Young upstart leads the field

Linköping University is the young upstart among Sweden's universities. It is the newest, the least bound by tradition, and the only one of the country's six full universities which can look forward to major expansion in the 1980s.

While other higher education institutions watch the chill wind of recession drying up their funds, Linköping is getting new buildings and forging ahead with an innovative array of courses and research work.

Most publicized of these is a major programme of integrated research, designed to probe broad problem areas rather than narrow specialist lines of enquiry. Radical changes in health care education are also being investigated, as are new links between the university's technology faculty and private business—Linköping, two hours south of Stockholm by train, is an important aerospace and electronics centre.

The university was created from a branch campus of Stockholm University and various local institutions by parliament in 1970. In the following years a new campus, several kilometres outside Linköping, began to take shape, and in 1975 the University of Linköping and Institute of Technology was given its full title and official status.

There are three faculties—arts and science, technology, and medicine—and about 7,500 undergraduates, 1,500 staff and 550 postgraduate students.

Of the overall annual budget of about 250m kroner (£25m), the vast majority of which is government funds, approximately 80m kroner (£8m) goes to research. Ten per cent of this research budget is being channelled into what the university terms its thematic research. The decision to launch a programme of interdisciplinary investigation followed hard on the heels of the creation of the university. In 1976 the programme was suggested, and three years later parliament (responsible for making all kinds of detailed education decisions) approved it.

Four areas of inquiry were established: water in nature and society; public health and medical care in the community; technology and social change; and communication and information transfer.

Each theme will eventually have its own full department, with four or five professors, about 15 staff each, and postgraduate students, although to date only "water" and "technology" have had professors appointed to them, and initial work is still underway to establish specific research projects.

However, the programme has excited considerable national and international interest, and has high level support. "There is no place in Sweden, and perhaps even in Europe, where there is such an awareness of problem areas," according to Linköping's rector, Professor Hans Melander.

Professor Hans Melander, Minister of Education, Mr. Jon-Erik Wikström, points to the university's unique role in higher education. "It is the youngest of our universities, with all the advantages and disadvantages of a new and flexible university."

disadvantages that entails. The advantages include the fact it is not hampered by tradition and is able to try new patterns, new approaches.

Another new approach is being closely examined within the faculty of medicine. At present medical students can do only their clinical training at Linköping, and must go to Uppsala to complete their studies. However, there are plans to extend the university's facilities to offer full medical training, and to make the university Sweden's first health-care university, with integrated education for all kinds of medical and social services personnel.

A team is currently investigating ways in which therapists, medical technicians, nurses and occupational therapists might be trained with, and alongside, doctors, to give all specialists a much broader understanding of health care. The inquiry has a two-year budget, important external to higher education, and has lived through a compromise and has lived through a compromise.

The existence of this kind of over-arching is an obvious trend. All the universities believe in regional boards are obsolete," Professor Melander says. However, it seems little hope for the great autonomy that he and his colleagues have won. "I do not think we will see very much more decentralization of Swedish higher education from now on."

Four undergraduate programmes, in mechanical engineering, electrical engineering, management and engineering, and computer science—are offered, and the well-equipped institute has more than half the university's postgraduate students.

In 1977, when Swedish higher education was radically restructured, undergraduate studies at Linköping were reorganized into their present 14 to 17 study areas. Teacher training was incorporated into the university and is now a major sector, with 750 students enrolling annually, and training being offered for all levels, from nursery to adult education.

In line with innovations in other sectors of the university, Linköping offers a unique course for teachers in folk high schools, Scandinavia's distinctive form of full-time adult education.

The reform also meant greatly increased participation in the university's affairs by outside groups, such as employers and trade unions, and by students and faculty staff. Both programme and faculty committees, and the university's governing bodies, consist of a mix of representatives of outside interests and university members.

The admission system was also changed to allow improved access to adults wishing to return to full or part-time education. This means a rise in the median student age from 21 to 26 or 27, a revolution in how courses are organized, and an inevitable change in the style of student life.

Some faculty staff say, privately, that they have seen a drop in standards and an increase in the spoon-feeding of knowledge to students, but overall the reforms seem well accepted by the new and flexible university.

Research untouched
by tide of recession

The pendulum of Swedish higher educational reform is swinging back. After a massive drive to broaden the base of higher education and to throw open its doors to almost everyone, traditional concerns with selection and excellence are now reasserting themselves vigorously.

One sign of this is the recent adjustment of student quotas to accommodate more bright school leavers—many of them being forced to play a frustrating waiting game behind the large numbers of older students taking up the new opportunities to further their education.

Another is that, although higher education is facing cuts expected to reach almost 10 per cent over the coming three years, research grants are to remain untouched.

Such a decision reflects friends in the right places. Both the Education Minister, Mr. Jon-Erik Wikström, and the new Chancellor of the National Board of Universities and Colleges, Mr. Carl-Gustaf Audén, are keen to see research in Sweden strengthened, and behind them is a wide measure of support. "You cannot find a politician now who is against putting more money into research," Mr. Wikström, chairman of the National Board, says.

Inevitably the drive to democratize the universities has led to allegations that quality has been replaced by quantity, and that higher education's traditional duty to push out the boundaries of knowledge has been swamped by a flood of new, more pedestrian, duties in the fields of technical training and adult education.

Mr. Wikström alleges that research was in a bad way when he took office in 1976, inheriting the widening "reform" devised by the Social Democrats. "But the anti-intellectual tide in Sweden, as in the rest of the developed world, has passed now, I am sure."

However, Chancellor Audén fears

that undergraduate studies, as reorganized under the reforms, no longer encourage the kind of challenge that postgraduate students used as a basis for their work. Too many students, he feels, spend at most one year on a subject, before using the new course flexibility to transfer easily to another.

He is also concerned at the pressure on postgraduate numbers within the humanities and social sciences, with up to 20 or 30 research students working to one supervisor in some places.

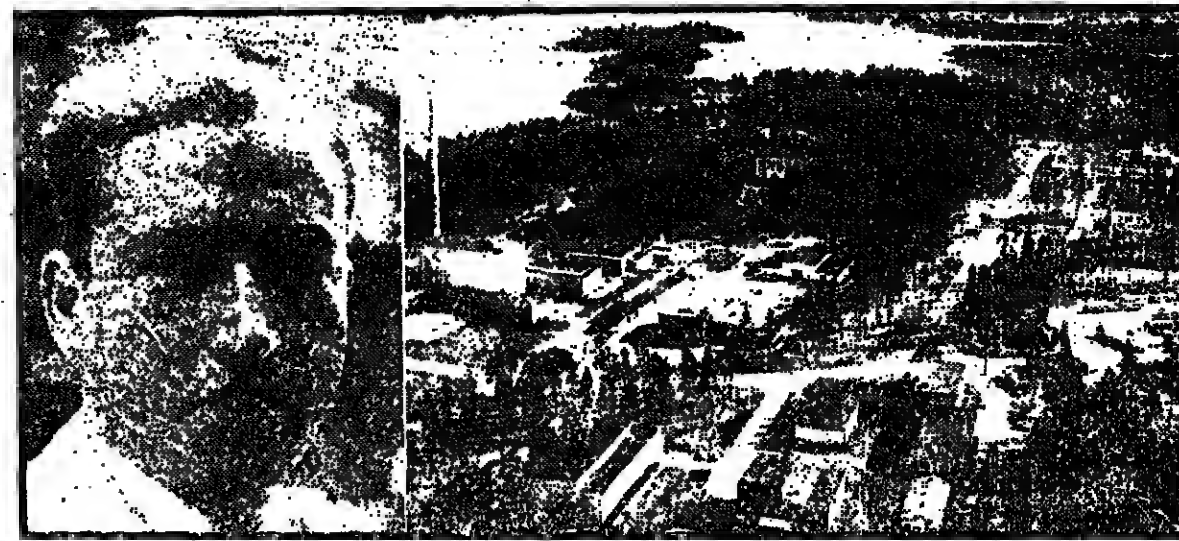
Limiting place numbers or creating new posts would ease the problem, but with only about 700 doctorates being awarded in the country each year there is a dearth of good people to fill posts in certain fields, and cutbacks in education spending mean it is unlikely many new posts could be created anyway.

In all, about 11,500 students and 2,200 staff are engaged in research within the higher education sector. This year the government is expected to spend 1,145m kroner (£115m) on research and postgraduate studies within the universities, and 18m kroner (£2m) on educational research and development.

A further 472m kroner (£47m) is to be spent supporting research councils and research programmes outside the universities, so that, in all, research activities will take up about 34 per cent of the Ministry of Education's higher education appropriations.

Further government research funds are channelled through the Ministries of Agriculture and Industry, but relatively little university research is financed entirely by private funds. The factor of Linköping University estimates that only about 2 to 3 per cent of its university's research is funded in this way.

The predominance of government funds is reflected in the highly centralized planning and administration of research policies. The national board is responsible



Education minister, Mr. Jon-Erik Wikström (left) is keen to fund Sweden's research institutions

for the overall planning of fixed research resources. Five planning committees, with representatives from outside interests such as trade unions and business, oversee the creation of tenured research posts and any expansion of research resources. Research councils are responsible for project financing.

These were reorganized in 1977 into three main bodies—the Council for Research in the Humanities and Social Sciences, the Medical Research Council, and the Natural Science Research Council—in an attempt to encourage interdisciplinary research and to make research work more responsive to new problems.

Each is governed by a board of elected researchers and government appointed representatives of the relevant authorities.

Alongside these councils is a co-ordinating and planning council, with a majority of members representing public interests outside the field of higher education, one of whose functions is to monitor research activities in the light of society's needs. A programme of future studies, with its own secretariat, committee and budget of about 6m kroner (£600,000) is in the process of being integrated into this council.

A central research advisory board, chaired by the prime

minister, acts as a forum and long-term planning body for overall research policy, a framework for which is to be presented to parliament by the government every three years according to the 1977 reforms.

The first such framework is likely to be presented in 1982. It will almost certainly recommend a continuation of a present policy trend towards concentrating research and development within existing universities and colleges, and a halt (and if at all possible, reverse) the proliferation of specialist research institutes such as the National Defence Research Institute and the Institute for Working Life Research.

What new money can be made available is likely to be channelled into centres of specialist research, in an attempt to avoid duplication and the waste of resources. Already such "proliferation" is developing with Linköping's growing reputation for computer science studies.

Technology is a high priority, and increasing. The Swedish Board for Technical Development, responsible for supporting this, had a budget of 410m kroner (£41m) last fiscal year. Only part of this money was available for research, but the board has a particular responsibility for channeling state funds into re-

search funded jointly by government and industry.

Other key areas include environment and energy research. The research committee of the National Environment Protection Board invests about 35m kroner (£3.5m) annually in pollution abatement research, while 840m kroner (£84m) has been set aside for three years' energy research, coordinated under a special energy research and development commission under the Ministry of Industry.

Other identified priority areas likely to escape the current financial squeeze include marine technology, paramedical services in society, children's culture, sex equality, and research about research.

But a basic concern at present is the need to explain to the world at large the purpose of research, and to disseminate research findings to a wider public.

"Our referendum on atomic energy showed there is an enormous need to know what is going on in research and development," Mr. Elinmark said. "Prejudices are abundant. There is low knowledge and high-tempered politicians. Now universities are beginning to see that they need to become very active in this field."

Hilary Wilce

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Bridging work and study

There are various routes which Swedish school leavers can take into the labour market, but almost all now lead through some form of post-compulsory education.

The highly developed Swedish economy offers few jobs for unskilled workers and many of these are taken up by immigrants. Only about 10 per cent (10,000) of pupils a year leave school at 16 and find jobs and although a small amount of vocational training is done entirely by the industries concerned, legislation passed by the Swedish parliament earlier this year decreed the phasing out of government job creation for unemployed youngsters.

Responsibility for all young persons up to 18, whether they are in school or not, is now firmly in the hands of the education system. Schools must follow up young people without jobs, arrange for counselling, and attempt to offer a training and education suited to their needs.

In this they have already considerable experience. No country in the world has made a more conscious effort to build bridges between the worlds of school and work, and to create a higher education system which is tailored to the needs of the labour market. Elaborate coordinating mechanisms have been instituted at all levels to try and ensure a continuing, two-way responsiveness.

Recent reform of the school curriculum had laid down that, from 1982, all pupils shall have 10 weeks of work experience, encompassing three different sectors of working life, during their comprehensive school years. At present pupils have up to six weeks each experience, and companies bear the brunt of about two million pupils-weeks per year.

Since 1977 local committees with representatives of employers, unions, schools and employment offices have coordinated such pupil placements, and most schools also

have a full-time guidance counsellor. Opportunities exist for teachers and heads to gain work experience for themselves, although to date the take-up has been poor.

From the comprehensive school 70 per cent of 16-year-olds go straight on to further school studies, and another 15 per cent return to school after a break of one or two years.

The upper secondary school provides general education and initial training for most skilled and semi-skilled workers, from shop assistants to motor mechanics, as well as sixth form-style studies for university candidates. Vocational programmes make up about 60 per cent of all programmes, and are to be increased in the future.

Education in this sector was integrated in 1971, and study programmes are now organized in two to four-year courses. Most, though not all, vocational programmes are two-year courses, and in theory students can choose from a wide range of options, from the consumer study line, to the forestry or motor engineering line. In practice choices are limited by school resources and by pressure of demand.

There are obvious difficulties in catering for such a broad range of interests, and in providing stimulating education for older teenagers, many of whom are only in school because job opportunities are limited.

Often-voiced worries about violence and vandalism, about drunkenness, the alienation of young people and the inability of the education system to motivate pupils, tend to centre on this sector, and a national commission is currently looking into all aspects of education in the upper secondary school.

But the commission, due to report in one to three years time, is not expected to recommend any radical changes. Neither the principal of all-in schooling for 16 to 19-year-olds, nor the principle that basic

vocational training is the job of the schools, is likely to be overturned. However, some job training will continue to be done within industry, and improved government grants are now available to firms which make their facilities and instructors available for vocational courses organized by schools.

Outside the higher education system, training courses in various health care professions are run by the local authorities, and a magnificent network of adult education opportunities makes it possible for people to pick up their schooling at any point, either on a part or full-time basis.

It is estimated that a third of the country's adult population is studying in one form or another, and remarkably few are in the hobbist and leisure classes normally associated with adult education.

Sweden has defined its attempts to link education and the working world as a major priority, and all its important educational reforms have held this in mind. Many of the mechanisms developed will provide a useful model for countries only just beginning to realize how crucial and problematic such links can be.

However, forging ahead into such a minefield of difficulties is bound to lead to pitfalls, some of which have been pinpointed by an OECD educational policy report on Sweden, shortly to be published.

The International Examiners expressed their admiration for what the country has done in this field, but voiced doubts on several counts. As the examiners point out: "The emphasis on the world of work as against the implied academism of universities, colleges and schools might be a desirable change in emphasis. But the role of education is multiple. It must advance the causes of theory, concept-forming and science as well as those of social relevance and vocational skills."

Hilary Wilce

Bill James looks at the labour movement's fight for reforms

Casting political clout

The future looks bleak for British adult education. Some local education authorities seem intent upon putting this sickly infant out of its misery while even the Kninock himself an ex-Workers' Educational Association tutor, is reported to have recently said that adult education will take a back seat in future Labour Party policy.

Important therefore to look at a country where adult education has been the most rapidly expanding educational sector and where it plays important social, political and economic roles.

The Swedes believe in recurrent education, that the only way to cope with the constantly changing economic and social circumstances of the future is through the development of a flexible educational system providing easy access for everyone to continuing periods of study or training throughout their lives. This philosophy has been espoused by all the Nordic countries but it is Sweden which has made giant strides towards it.

While in Britain such objectives are as voices in the wilderness, in Sweden rhetoric has been matched by resources: for historical reasons, adult education carries political clout. In late nineteenth-century Britain, the direction of adult education was taken over by the university extension movement; in Sweden it developed spontaneously with a self-temperance and political movements, particularly the labour movement, which were striving to change the shape of society.

To educate their members and train future leaders, they developed their own folk high schools and distinctive self-organizing study circles which relied upon "circle leaders" rather than highly qualified tutors.

In Sweden adult education was concerned not just with the whole man, a worthy enough objective, but with providing an alternative to the established system. It came to resemble a mass movement and its social and political objectives provided a cutting edge to its activities.

In 1932 the SAP (Social Democratic Party) began its 44-year reign in power and its leaders repaid their debt to adult education by way of state subsidies to the 10 largest study organizations and a variety of further initiatives in the adult sector.

Because of its close political connection, the ABF (Swedish Workers' Educational Association) has used its direct access to SAP leaders to urge further development. These arguments were formidably supported by the Swedish TUC (LO) which came enthusiastically to embrace the idea of recurrent education in the late 1930s.

This does not prevent a large group, particularly the poorly educated, from being impoverished by these appeals, but throughout the 1970s an energetic programme of LO/ABF outreach activities to increase participation has made some impressive inroads into the problem.

Under-educated people comprise 30 per cent of the quarter-million students who attend local authority classes (KOMVUX) for adults. This takes the form of nationwide adult schools which provide free education at the upper secondary school level for those who missed the chance when younger.

This form of education has grown enormously in the 1970s, but perhaps the most astonishing increase in study opportunities has been in the universities.

A large number of subjects were opened up to recruitment of adults who in 1975 were given legally protected job security while studying, provided they were over 25 and had worked for five years. The formal requirement of no upper secondary school education has been waived for such people although they still need to prove competence in basic subjects.

The teachers I met during recent visits have warmly supported the

reforms and speak highly of the benefits which adult students bring to classes. Degree courses have been reorganized, a credit system introduced, shorter self-contained courses are on offer, and teaching approaches are beginning to adjust to the needs of the new intake.

Universities have spawned the centres which circumscribe the need for adults to undertake things of consequence, to big ideas, to big challenges, to big success.

Three organizations—ABF, NOK and Vuxenskolan—are closely connected with the political party and they vigorously compete for students as potential converts (particularly the ABF). They provide internal political education for the political party as a chaotic sea of competing individuals and organizations, acceptable of rational long-term planning, characterized by half-hearted improvisation, and presided over by an indecisive, "week end" (to use Hans Mommensen's derogatory phrase). Norman Stone's aim to bridge this gap—to make recent findings accessible to the general reading public.

There is little doubt that Stone has fulfilled the first requirement for a popular history: the book is very well written, which one would expect from the author of the justly praised *The Eastern Front 1914-1917*. By dotting his book with anecdotes and clever

examples, in the late 1970s the SAP used ABF study circles to discuss major proposals for transferring economic ownership from private to public hands via profit sharing.

The Swedish approach also helps develop political skills. Study materials on social issues do not stop at encouraging circle members to study; they also advise in detail upon how to become constructively active. Study circles themselves are microcosms of democratic discussion and debate while the 13,000 people who annually attend ABF high schools have a longer, more intense, residential experience of self-government.

Parade political education is not the British style, and it does have its disadvantages, but the Swedish experience suggests that the feeding of political parties and pressure groups for this purpose can help produce a politically literate society sensitive to its own complexities and internal balance. This is a political system, after all, is a synonym for high levels of political participation and harmonious resolution of conflicts.

Also very un-British is the fact of distinction made between vocational and non-vocational education in Sweden: both are regarded as complementary aspects of the same economic and social development on a national and growing part of the labour force training.

Since 1970 Sweden has been ruled by a centre-conservative coalition but the approach is not Thatcher's. Where unemployment results from industrial restructuring, the Swedish government is reluctant to let the market decide the fate of the individual. Sweden's unemployment remains at 7 per cent, compared with 10 per cent in the United Kingdom and with industrial production, but not declining since 1975.

When workers were put out of work two years ago, employers could apply for grants to organize classes for 400,000 workers at various levels of vocational and general education. This was a wide range of vocational and general education more relevant to working life and the needs of Swedish industry than the traditional British model.

The main thrust of Swedish education towards raising the level of education has been to the detriment of the vocational and technical education which has been largely neglected.

The author is staff tutor in government and politics in the University of Manchester's department of extra-mural studies.

Hitler—an actor imitating himself

Hitler by Norman Stone
Hodder & Stoughton, £6.95
ISBN 0 340 24980 3

There exists a chronically wide gap between popular conceptions of Hitler and the Third Reich on the one hand and the interpretations of professional historians on the other. While Hitler popularly is regarded as the resolute, absolute dictator who commanded an efficient totalitarian police state and war machine, historians have tended increasingly to see the Third Reich as a chaotic sea of competing individuals and organizations, acceptable of rational long-term planning, characterized by half-hearted improvisation, and presided over by an indecisive, "week end" (to use Hans Mommensen's derogatory phrase). Norman Stone's aim to bridge this gap—to make recent findings accessible to the general reading public.

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turns of phrase, he succeeds in making light reading of a heavy subject. He also succeeds in laying to rest many of the popular misconceptions about Hitler and the Third Reich. This bureaucratic confusion which characterized the Nazi state, this improvised nature of much of Hitler's policy, the unwillingness to impose wartime sacrifices on the German civilian population—all well described by Stone—and familiar to historians of the period and should become so to the general public as well. Stone is also clear about the role of Hitler in Nazi genocides, and firmly counters arguments, such as those put forward by David Irving, that this was a chaotic sea of competing individuals and organizations, acceptable of rational long-term planning, characterized by half-hearted improvisation, and presided over by an indecisive, "week end" (to use Hans Mommensen's derogatory phrase). Norman Stone's aim to bridge this gap—to make recent findings accessible to the general reading public.

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Villeinage

Kings, Lords and Peasants in Medieval England: the common law of villeinage in the twelfth and thirteenth centuries by Paul R. Hyams
Clarendon Press, Oxford University Press, £17.50
ISBN 0 19 621880 X

Although Paul Hyams seems to think that there is a sociological element in his study, it is mostly directed towards investigating the legal definition of villeinage.

The four parts into which the book is divided give a good idea of its scope: chattel ownership and its consequences; the great glaucous and legal villeinage and the common law; and the origins of common-law villeinage (not, it should be noticed, the origins of villeinage or of serfdom). The basic text is "Brocton" as explained by S. E. Thorpe, the great glaucous and Villeinoff out of Maltland; and Hyams's main contribution is, besides current attitudes, a thorough study of the plea rolls and other case material, both published and unpublished.

By and large this monograph confirms the accepted historical view that legal villeinage was a by-product of the creation of the king and his judges of a common law: royal judges had to draw the line between those suitors they would hear and those they would not. What is new is the precise while inquiry, with the aid of historical evidence, into exactly how, why, and in what circumstances the boundary between the free and the rest was drawn. The influence of Roman law is given full weight; but there is still room for a consideration of the effect of Canon law, especially when several important royal judges, including some particularly associated with "Brocton's" treatise De legibus, Henry de Bratton himself and William de Raleigh, were important churchmen. And, although it is peripheral to the theme, an investigation of the villeins' standing in the courts Christian would have rounded off the legal picture.

Deliberately excluded from the scope of the book are the realities of rural life; but it would have seemed better for the legal themes if those persons barred from the royal courts had been described in more recognizable terms than serfs, villeins, or peasants, and their numbers indicated. As litigation was costly, a large number of those most affected were the descendants of the Domesday villani, men of substance with heritable land and a household, sometimes owning a personal seal for the authentication of documents, village worthies who were better regarded as tenant-farmers than as peasants; but when all their dependents and social inferiors are taken into account we are concerned with the larger part of the population of the kingdom. The subject is, therefore, of the greatest importance, and in Hyams's book one aspect of it has received intelligent, interesting, and possibly definitive treatment.

Frank Barlow

The book is marred by a number of minor but irritating slips. Not the least of these is the jacket photograph of a typical Nazi poster for the plabiscia organized after the Anschluss in 1938, but it is described as "an Austro-German propaganda poster". Such blunders indicate that the book has not received the kind of editorial care to which the reader is entitled with a book costing 5p a page.

Ernest Wangermann

Ernest Wangermann is reader in modern history at the University of Leeds.

A tradition of misunderstanding

Germany and the United States: a special relationship? by Hans W. Gatzke
Harvard University Press, £10.50
ISBN 0 674 35326 9

Although almost six million Germans emigrated to the United States in the nineteenth century the two countries had remarkably little to do with each other until after 1914. In both countries the intense concentration on internal development meant that each was shielded from the worst excesses of international rivalry and the exorbitance of a single public. They lived with only a dim and distant vision of each other in spite of the stories of the many scholars who moved between their distinguished universities. It was not likely that the world's two greatest capitalist economies could long maintain what, in retrospect, seems a benign ignorance. After 1914 their relationship became increasingly intimate, culminating in the conquest of Germany in 1945.

Determined with their habitual thoroughness, the strategists vilified the Americans, issued to every person in the American occupation zone, numbering thirteen million, a 133-page questionnaire, the answers to which were supposed to help in the declassification process. In spite

of this praiseworthy effort confusion has persisted. When Adenauer laid a wreath on the tomb of the unknown soldier in the American National Cemetery, he seems to have thought he was restoring the honour of "our own dead German soldiers", which was hardly the purpose of the ceremony. If outsiders found this a little surprising, the purpose of the ceremony, the purpose of the claim, it has since been put in perspective by Chancellor Schmidt's explanation: "that we, as Americans, have introduced the people of these two cultures can be judged superfluous."

Adenauer was in fact the first German Chancellor ever to visit the United States, although ex-Chancellor Brüning lived, a long and futile exile there. Hitler, who seems to have understood as little European as the United States as an official invader, received an official invitation to visit from Roosevelt, but he turned it down. Theodore Roosevelt had friends in Germany and spoke the same German, but scarcely made the same impression on the German consciousness as to nothing of who understood and when the United States finally produced a Secretary of State who had actually been born

and educated in Germany the exceptional harmony between the two countries began to dissolve in discord.

One rich fruit of this confusion has been the high quality of American historical writings about Germany. From the time that of the scholars were the first to pursue research rather than polemics about the causes of the First World War a fine tradition of the study of German history has flourished in the United States. This tradition did not make it easier for Professor Gatzke to write this book. Born in Germany himself, whence, like many other talented people he fled after 1933, he must have felt, almost crushed by the effort to introduce this tradition available to a wider public. For this respect he is successful, for the work comes most alive when the author discusses the major controversies in recent German history.

The book is not supposed to be, nor is it, a work for specialists, rather it is to be read by any reasonably educated person with no previous knowledge of the subject. It is designed to introduce Germany and the Germans to the American public. It is a gentle, gentle, discreet, and balanced work, although there are some rather more personal remarks about the American occupation forces in Germany. The most able of their

number did not stay long and it seems that a lot of those who had been specially trained for the job were almost immediately shipped off to practice their German in the Pacific. Their replacements were usually inferior. General Clay, however, appears to be a better light. Beneath his "somewhat imperious manner", which was certainly very much to the fore, he was, it seems, "a kind and sensitive man". Would those Department of State officials who at the time refused to deal with him see him now in this mellow afterglow?

Thirty years after the departure of the Military Government, the German Federal Republic provides, from a territory smaller than most western states in the Union, at least as high an average level of wealth and welfare for its sixty million citizens as the United States, at a much lower level of unemployment and inflation and with a less frenetic and nationalistic political system. Still wonder that there should now be so many general commentaries about it. It makes a welcome change to have one written by an historian.

Alan Milward

Alan Milward is professor of European studies at the University of Manchester. His latest book is *The American Occupation Forces in Germany*. The most able of their

Frank Barlow

Frank Barlow was formerly professor of history at the University of Exeter.

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Universities continued



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The University of Tasmania

CHAIR OF LAW

(Re-advertisement) Applications are invited for appointment to a Chair of the Faculty of Law which became vacant on the resignation of Professor D. Roddick. A second Chair is occupied by Professor N. C. H. Thibaut who has announced his intention to retire at the end of 1981.

University of Melbourne

LECTURER

(LIMITED TENURE) OR (CONTINUING)

(Department of Legal Studies)

The successful applicant will teach law to Bachelor of Commerce students, who may include Legal Studies subjects in law and law or three years of their course. The first two years of the Legal Studies course are taught in Commerce and Law. The third year of the course is taken up by the Law School. The successful applicant will be expected to teach in the first or second year course, and perhaps also in one or two later year courses. The applicant should have a minimum of five years' experience in teaching law at the university level. The position could be continuing, or for a period of three years, from 1 January, 1981. The position could be occupied by a full-time or part-time lecturer.

Applications should be sent to the Director of Legal Studies, University of Melbourne, 100 St Albans Road, St Albans, Victoria 3023, Australia. Closing date: 15 December, 1980.

University of Queensland

LIMITED TERM

LECTURER

(2 years) 1981-1982

and

TUTOR GROUP IV

(Department of French)

Minimum qualifications: A good honours degree or equivalent in French Language and Literature, including business, performance, as part of a degree, in French Language and Literature, and in the possession of language courses, experience in teaching French, research and curriculum development would be an advantage.

31 December, 1980.

University of Western Australia

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LECTURER IN

LINGUISTICS

(Department of Anthropology)

This is a temporary one-year appointment for 1981. Candidates should possess a higher degree in Linguistics. Previous teaching experience and research publications are desirable. The appointee will be required to teach in General Linguistics at all levels of the undergraduate programme in Linguistics. The successful candidate will be expected to contribute to the development of the Department of Anthropology.

The appointee will be entitled to a salary of up to £17,730 per annum.

Applications in duplicate should be sent to the Academic Staffing Officer, University of Western Australia, Perth, Western Australia 6001.

CARDIFF

UNIVERSITY COLLEGE

LECTURER IN

LITERATURE

Applications are invited for the post of Lecturer in Literature. The successful candidate will be expected to teach in the Department of Literature and to contribute to the development of the Department.

Applications should be sent to the Academic Staffing Officer, University of Western Australia, Perth, Western Australia 6001.

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ASTON IN BIRMINGHAM

THE UNIVERSITY

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LECTURER IN PRODUCT

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The University of Aston in Birmingham is seeking a Lecturer in Product Design and Development. The successful candidate will be expected to teach in the Department of Product Design and Development and to contribute to the development of the Department.

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HULL

THE UNIVERSITY

O. P. GRANT CHAIR IN

HUMANITIES

The University of Hull is seeking a Lecturer in the O. P. Grant Chair in Humanities. The successful candidate will be expected to teach in the Department of Humanities and to contribute to the development of the Department.

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